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ABSTRACT

In July 1985, 16 local school units began participating in the North Carolina Career Development Program Pilot. This report provides information about activities in the pilot program during the school year 1986-87. During that period, the following major activities occurred: (1) 42 percent of the participating employees earned Career Status II; (2) a state-wide appeals procedure was developed and implemented; and (3) a plan for program self-study was developed. An analysis of the data indicated that evaluators within units rated teachers consistently during 1987-88. There were differences, however, in the ratings of teachers across units, indicating that a common understanding of the rating criteria did not exist across the state. The data also show that evaluators within 13 units changed their ratings as they became more experienced, with some lowering their ratings while others raised them. A summary of the progress of the units in moving toward the goal of implementing a valid and reliable evaluation is presented. The equity of the system is also discussed. Data from the study are presented in seven tables. (JD)

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CAREER DEVELOPMENT PROGRAM

PRESENTED TO:

JOINT COMMISSION ON INTERGOVERNMENTAL OPERATIONS

NORTH CAROLINA GENERAL ASSEMBLY

By:

Division of Personnel Relations

Personnel Services Area

North Carolina Department of Public Instruction

February, 1988

EXECUTIVE SUMMARY

During school year 1986-87, the sixteen local school units participating in the Career Development Program concentrated on three major activities:

1) Awarding of Career Status II. An average of forty-two percent of participating employees in the 15 units were awarded Career Status II, based on both experience and performance ratings. (This represents about 82 percent of those who applied for the higher status). If only performance ratings by evaluators were to be considered, it appears that 67 percent of all employees could be awarded Career Status II.

   The data show that evaluators within units rated teachers consistently during 1987-88. However, there were differences in the ratings of teachers across units, meaning that a common understanding of the rating criteria does not exist across the state. The data also show that evaluators within 13 units changed their ratings as they became more experienced, with some lowering their ratings while others raised their ratings.

2) Appeals process. An appeals process was developed and implemented. Of a total of 62 Career Status II appeals (representing 1 percent of all participants), the panel upheld the principal's decision in 49 cases, while in 10 the panel upheld the appellant. All three Career Status I appeals upheld the principal's decision.

3) Self study. Long-term program goals and short-term implementation goals taken from the legislation have been developed. Units have used these goals for self-study, and data are currently being compiled within each unit.

CAREER DEVELOPMENT: A REPORT TO THE LEGISLATURE

In July 1985, sixteen local school units began participating in the North Carolina Career Development Program pilot. Progress during the 1985-86 has previously been reported to the General Assembly. This report will provide information about activities in the pilot program during school year 1986-87. During that period, the following major activities occurred:

- 42 percent of participating employees earned Career Status II.
- A state-wide appeals procedure was developed and implemented.
- A plan for program self-study was developed.

Performance Appraisal and Status Distributions

The North Carolina Career Development Program (CDP) Pilot has, as its goal, the attraction and retention of "the best people" to education. That goal can be reached if individual performance is, at least in part, a factor in determining the mix of job tasks a given individual is asked to perform and in determining the individual's rate of pay. The problem, then, is to implement a system of performance evaluation that allows system administrators to make valid and reliable judgments about the quality of one's performance.

The 16 CDP units now have two years' experience in implementing the performance appraisal system that is, technically at least, the base for making both salary and job assignment decisions. This report will summarize and analyze the progress of the units in moving toward the goal of implementing a valid and reliable evaluation. Of equal importance however is the equity of such a system. That, then, is another dimension on which implementation can be studied.

In order to generate the data on which these analyses rest, two separate procedures were used. First, staff of the Division of Personnel Relations conducted a telephone survey of CDP coordinators in each of the 15 units* to determine how many state-paid employees in each unit had attained Career Status II. It should be remembered that, in order to earn Career Status II, an employee must have been tenured for three years and must have earned evaluation ratings that indicate performance was above standard, well above standard and/or superior in each function.

Second, each CDP coordinator provided DPI with a roster of all unit employees, indicating actual evaluation results, along with information about career status, school assignment, and evaluation instrument used. These evaluation records were then analysed by DPI staff.

Table 1 indicates the results of the first procedure. About 2,728 educators have been awarded Career Status II. This represents about 81 percent of all applicants for Career Status II, and about 6 percent of all certificated employees in the pilot units.

TABLE 1
Distribution by Unit of State-Paid Persons Applying for and Receiving Level II Designation

Unit	Total Employees	Applied for	# Level II	% Level II
Alexander	270	119	98	36%
Buncombe	1035	739	608	59%
Burke	703	305	256	36%
Burlington	330	186	142	43%
Edenton-Chowan	152	88	72	47%
Tarboro	164	90	69	42%
Greene	172	117	103	60%
Roanoke Rapids	153	82	69	45%
Harnett	634	372	316	50%
Haywood	487	228	181	37%
Montgomery	240	131	115	48%
New Hanover	1034	550	452	44%
Orange	254	163	132	57%
Perquimans	108	47	28	24%
Salisbury	140	92	79	56%
TOTAL	5876	3339	2720	46%

Again, it should be noted that Table I reflects only those educators who are state-paid, and includes teachers, principals, and central office staff.

Table 2 shows the distribution of all staff--state-, locally-, or federally-paid--to the current levels of the Career Development Plan. Generally, initially-certified persons and those in provisional status, average about 19 percent of each unit. Greene County, with only 7 percent of its staff in this category, is clearly well below this average, while Tarboro, with 30 percent, is well above. Career Level I employees make up between 23 percent and 63 percent of the staff at each unit, with a state-wide average of 35 percent. Career Status II was awarded to about 42 percent of all unit employees, with a range from a low of 22 percent (Perquimans) to a high of 58 percent (Greene). Non-participants make up about 4 percent of the state-wide total, with 9 of the 15 units having between 99 percent and 100 percent participation. See Table 2.

TABLE 2
Distribution of All Staff by Levels in CDP Units
June, 1987

	ICP & Prov	Level I	Level II	Non-Part.	Total
Alexander	50 (17%)	116 (40%)	99 (34%)	26 (9%)	291
Burke	134 (17%)	353 (45%)	266 (34%)	26 (3%)	779
Burlington	70 (17%)	191 (46%)	151 (36%)	5 (1%)	417
Buncombe	306 (22%)	311 (23%)	672 (49%)	71 (5%)	1360
Chowan	30 (19%)	57 (36%)	72 (45%)	0 (0%)	159
Greene	14 (7%)	66 (35%)	109 (58%)	0 (0%)	189
Harnett	154 (23%)	206 (31%)	320 (47%)	0 (0%)	680
Haywood	70 (13%)	246 (47%)	190 (36%)	17 (3%)	523
Montgomery	66 (25%)	75 (29%)	120 (46%)	0 (0%)	261
New Hanover	180 (15%)	431 (36%)	485 (41%)	92 (7%)	1188
Orange	71 (23%)	108 (35%)	122 (40%)	7 (2%)	308
Perquimans	16 (14%)	71 (61%)	28 (24%)	1 (<1%)	116
Roanoke Rapids	52 (28%)	53 (29%)	77 (42%)	1 (<1%)	183
Salisbury	31 (18%)	57 (33%)	86 (49%)	1 (<1%)	175
Tarboro	56 (30%)	52 (28%)	74 (40%)	2 (<1%)	184
TOTAL	1300 (19%)	2393 (35%)	2871 (42%)	249 (4%)	6813

This description of distributions, thus, indicates how staff have been evaluated and reflects both participation rates and proportions of staff meeting the tenure and experience ratings. It is important to remember that, for the Pilot, a fast-track was established to allow participants to advance to Career Status II, even though they had not met the statutory requirement of three years at Career Status I.

Since September 1985, the school units participating in the Career Development Program pilot study have conducted performance appraisal in a more objective, rigorous, and meaningful fashion than ever before. By definition, raters (primarily, but not exclusively, principals) have had to develop new skills in observation and evaluation, and to develop increased knowledge both about instruction and about the specific criteria used in the North Carolina Teacher Performance Appraisal System. To assume either that all raters would acquire these skills and knowledge in a uniform time frame or that they would acquire them to a uniformly similar degree is to ignore everything we know about skills development.

Moreover, this new evaluation system is being installed in very different contexts. Some units had established procedures for conducting in-class observations, for implementing clinical supervision models, and for treating evaluation in a positive, rather than punitive way long before the CDP was launched. Other units had not done any or all of those things. Certainly the tradition of teacher performance appraisal throughout the United States has been that evaluation is either done in a perfunctory fashion ("What does it matter? Nothing will happen regardless of ratings."), or is perceived by raters as an opportunity to give a psychological reward as a motivator ("Since I cannot give anyone a <u>real</u> money reward, I'll give everyone a psychological stroke by giving a high rating"). What is being attempted in North Carolina is to reverse this tradition by installing an objective, classroom-based, research-supported evaluation system.

Not surprisingly, the performance of evaluators in the local units improves over time. Changes in modal ratings show this. If we compare ratings in 85-86 and 86-87 we can see change.

Table 3 gives us a very gross picture of change in ratings at the modal level between 1985-86 and 1986-87. Basically, change was in one of three directions: up, down, and mixed. Thirteen of fifteen units experienced changed modes (the mode is the rating given most frequently), while two--Harnett and Burke--were unchanged. Interestingly both of these systems had modes of 4 in every function. Two units--Perquimans and Montgomery--experienced a reduction in the modes in 1987. The change was most dramatic in Perquimans where the mode fell from 5 to 4 on seven of eight functions. In Montgomery, the modes fell from 6 to 5 on five functions. Three units--Greene, New Hanover, and Orange Counties--experienced mixed results, with functional modes in one case going up; in another, down. All other units experienced increased modes in at least one function when 1987 results are compared with those in 1985-86. Table 4 presents these change data for all units.

TABLE 3: MODAL CHANGE 1985-1987
BY FUNCTIONS

	UP	DOWN	UNCHANGED
Chowan	4,8	2-7	
Perquimans		2-8	
Greene	7,8	3,5	
New Hanover	2	6	
Roanoke Rapids	3-8		
Tarboro	1-3,6-8		
Harnett			1-8
Montgomery		2,3-5,8	
Burlington	1,5-6,8		
Orange	7	1-3,5	
Salisbury	6		
Alexander	2,5,8		
Burke			1-8
Haywood	2,8		
Buncombe	8		

TABLE 4

COMPARISON OF MODAL SCORES, 1985-86 to 1986-87

Unit \ Function	Year	1	2	3	4	5	6	7	8
Chowan	87	5	5	5	5	5	5	5	6
	86	5	5	5	4/5	5	5	5	5
Perquimans	87	4	4	4	4	4	4	4	4
	86	4	5	5	5	4/5	5	5	5
Greene	87	5	5	4	5	4	5	6	6
	86	5	5	5	5	5	5	5	5
New Hanover	87	4	5	4	4	4	4	5	4
	86	4	4	4	4	4	5	5	4
Roanoke Rapids	87	5	5	5	5	5	5	5	5
	86	5	5	4	4	4	3	4	3
Tarboro	87	4	5	4	4	4	4	5	4
	86	3	3	3	4	4	3	3	3
Harnett	87	4	4	4	4	4	4	4	4
	86	4	4	4	4	4	4	4	4
Montgomery	87	5	6	5	5	5	5	5	5
	86	6	6	6	6	6	5	5	6
Burlington	87	5	5	5	4	5	5	5	5
	86	4	5	5	4	4	4	5	4
Orange	87	4	4	4	4	4	4	5	4
	86	5	5	5	4	5	4	4	4
Salisbury	87	5	5	5	5	5	5	5	5
	86	5	5	5	5	5	4	5	5
Alexander	87	4	4	4	4	4	4	4	4
	86	4	3	4	4	3	4	4	3
Burke	87	4	4	4	4	4	4	4	4
	86	4	4	4	4	4	4	4	4
Haywood	87	4/5	4	5	4	4	4	4	5
	86	4	4	5	4	4	4	4	4
Buncombe	87	5	5	5	5	5	5	5	6
	86	5	5	5	5	5	5	5	5

*Modal ratings not equivalent to Career Status II.

It should be noted that in only four units--Perquimans, Harnett, Alexander, and Burke--did the mode fail to rise to a rating equivalent to that required for Career Status II. Put another way, in eleven units, the most commonly chosen ratings, if extended across cases, would put most educators at Career Status II. Last year this was true in ten units. Partly, the data in Table 13 illustrate an interesting dynamic in performance appraisal. Simultaneously, the skills and knowledge of evaluators are improving and the skills of teachers are improving. In some cases, this might explain lower ratings in 1987 (evaluators improved faster than teachers) or higher ratings in 1987 (teachers improved faster than evaluators). In reality, the true case probably lies some where between these two extremes.

Finally, it would be helpful to understand the impact of the evaluation data we have been discussing. Up to this point, we have not been able to examine the variety of combinations, earned by individuals, that these aggregations permit. Table 2 showed the distribution of staff to various career status levels. These assignments represent a combination of experience and performance requirements. What would the career status distributions look like if we considered only performance ratings? Table 5 presents information that answers this question. To derive this information, we examined all evaluation reports for the 6300 individuals, without respect to actual career status. We then aggregated all cases into one of three categories: those whose performance ratings were the required combination of 4 and 5 or 6; those whose ratings included a 3 or 4 but not 5's or 6's; those whose ratings included a 1 or 2.

TABLE 5

DISTRIBUTION OF TEACHERS BY RATING EQUIVALENT *BY UNIT

Rating / Unit	CS II Equivalent		CS I Equivalent		Substandard		Total
	#	%	#	%	#	%	N
Chowan	109	74%	31	21%	7	5%	147
Perquimans	48	49%	46	43%	13	12%	107
Greene	143	84%	25	15%	2	1%	170
New Hanover	684	60%	418	37%	37	3%	1139
Roanoke Rapids	106	64%	49	30%	10	6%	165
Tarboro	107	58%	56	31%	20	11%	183
Harnett	407	65%	201	32%	15	2%	623
Montgomery	197	83%	32	13%	9	4%	238
Burlington	241	65%	118	32%	12	3%	371
Orange	214	69%	76	25%	18	6%	308
Salisbury	129	80%	27	17%	6	4%	162
Alexander	145	52%	128	46%	6	2%	279
Burke	394	55%	295	41%	22	3%	711
Haywood	327	69%	138	29%	11	2%	476
Buncombe	958	78%	240	20%	24	2%	1222
Total	4209	67%	1880	30%	212	3%	6301

* A "rating equivalent" shows evaluation results of better than above standard, at standard, or substandard. It should not be confused with Career Status designations. Projections based on these figures assume no personnel change; no performance change, and no other significant differences.

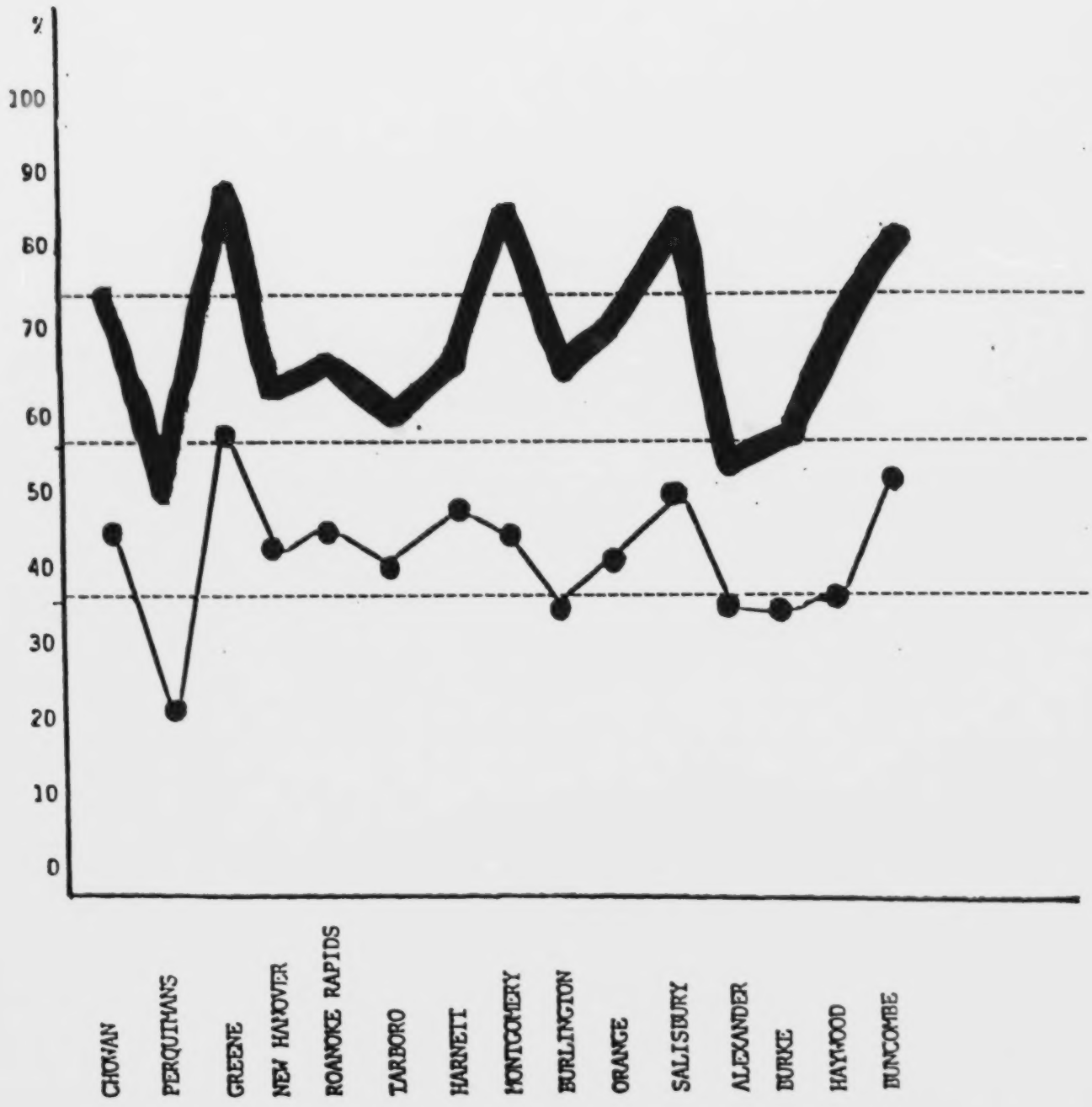
Statewide, we see that 67 percent of cases met the performance criteria required for advancement to Career Status II, while 30 percent were equivalent to Career Status I, and 3 percent were sub-standard. Essentially, we can conservatively estimate that of the 6300 cases, virtually all will meet the time and performance requirements needed to be awarded Career Status I by the end of the pilot period. That is, a first-year teacher whose results are reported here will meet the requirements of G.S. 115C-325 by the end of school-year 1988-89, will be awarded tenure, and Career Status I.

Moreover, any teacher in this set who has completed his first year of tenured employment during 1985-86 will be eligible to be designated Career Status II by the end of the pilot program. If we then estimate the percentages who will be serving at Career Status II, it must be approaching 70 percent of all teachers. The difficulty, however, is the differences among systems. While 49 percent of teachers in Perquimans County earned Career Status II-equivalent ratings during 1986-87, 84 percent of Greene County's teachers did.

Figure 1 plots these inter-system differences and illustrates the differences between actual Career Status II teachers (thin line) and Career Status II-equivalents (thick line.) Notice that the two lines are virtually parallel. This fact suggest that raters within units treated teachers consistently; they were not biased by knowing that some teachers were actually Career Status II candidates.

The second important fact illustrated by this figure is the wide variation among systems. On the available information, we are unable to explain these variations among systems. This may, however, indicate that raters across systems are not reliable. That is, a common understanding of the criteria and their value does not exist state-wide.

FIGURE 2: CAREER II DISTRIBUTIONS (1987)



Finally, this figure suggests that, by and large, any rater errors have been in a positive direction, not a negative one. That is, it may be true that some teachers who did not deserve Career Status II were awarded it, but probably no teacher who did deserve it was denied it. Nevertheless, if the performance appraisal is to be fair and objective, our efforts must be bent to eliminating errors, regardless of their impact.

This issue of rater error leads naturally to a discussion of the appeals procedure. The General Assembly requires that, in the Career Development Pilot, an appeal be built in to protect teachers who feel that their ratings were unfair. The State Steering Committee developed a procedure for this process and the State Board of Education adopted it. The process has two phases: appeal to a peer review panel and appeal to the local board of education. Tables 6 and 7 illustrate the appeals arising this year. Table 15 shows that a total of three appeals of decision to withhold Career Status I were brought across all units. In all three cases the peer review panel sustained the principal's recommendation and the appellant did not bring the matter to the local board.

Table 7 provides information on Career Status II appeals. A total of 62 appeals (about 1 percent of all participants) were taken to the peer review panels. In 50 cases, the panel upheld the principal's decision, while in 8 the panel held for the appellant. In all, 24 cases were brought to the local board. Local board actions have not been completed and there is insufficient data to project what their decisions might be.

The net effect of these data is that very few appeals are brought and of those that are, peer review panels tend to uphold the principals. This reinforces our earlier observation that, even though rater errors may occur, they tend not to be errors that <u>exclude</u> people who deserve advancement to Career Status II.

TABLE 6
CDP APPEALS
CAREER STATUS I

County	Appeal	Uphold Principal Recommended	To Board	Board Decision
Alexander	0	--	--	--
Burke	1	1 Yes	0	--
Burlington	1	1 Yes	0	--
Buncombe	0	--	--	--
Chowan	0	--	--	--
Greene	0	--	--	--
Harnett	0	--	--	--
Haywood	1	1 Yes	0	--
Montgomery	0	--	--	--
New Hanover	0	--	--	--
Orange	0	--	--	--
Perquimans	0	--	--	--
Roanoke Rapids	0	--	--	--
Salisbury	0	--	--	--
Tarboro	0	--	--	--
TOTAL	3	3	0	--

TABLE 7
CDP APPEALS
CAREER STATUS II

County	Appeal	Uphold Principal Recommended	To Board	Board Decision
Alexander	0	--	--	--
Burke	11	8 Yes 3 No	6	3 Award 3 Deny
Burlington	0	--	--	--
Buncombe	12	10 Yes 2 No	5	Not yet determined
Chowan	1	1 No	0	--
Greene	3	3 Yes	0	--
Harnett	1	1 Yes	0	--
Haywood	6	6 Yes	2	2 Deny 9/14
Montgomery	0	--	--	--
New Hanover	22	19 Yes 3 No	11	-- 2 Deny 1 Award; others to be heard
Orange	2	1 Yes 1 No	1 to the board	--
Perquimans	1	1 Yes	0	--
Roanoke Rapids	0	--	--	--
Salisbury	0	--	--	--
Tarboro	3	1 Status increase 2 Remand principal, but no status award	--	--
TOTAL	62	50 Yes 10 No	24	--

The appeals procedure has been subjected to study by a sub-committee of the State Steering Committee of the Career Development Plan. After studying the experiences of 15 of the participating units, the sub-committee recommended that the state-wide procedure be continued as it was in 1986-87. Appendix A summarizes the findings of the appeals process study.

Pilot Program Self Study

The participating units recognize the G.S.115C-363 contains a member of implicit and explicit goals and objectives. In order to assure attnetion to each of these, the units have developed a procedure for Self-Study during the progress of the pilot. This study was begun during the current school year and, therefore, unit data are being compiled now. The data set, however, is contained in Appendix B and permits the reader to review the legislative goals and see what data will be collected to document progress towards the achievement of these goals.

Monitoring Charlotte-Mecklenburg CDP

In the Fall of 1987, the CMS requested assistance in evaluating the locally developed Career Development program. Six persons who are familiar with the General Assembly's program visted with teachers, administrators, students, and parents in Charlotte-Mecklenburg. Wide-spread dissatisfaction with the program was expressed. Specifically, comments concerned:

- the rating of individual lessons,
- the lack of feedback after observation;
- the heavy requirements of Professional Development Plans
- the burden of extensive required staff development; and
- the documentation system of observations.

After consultation with executives of CMS, numerous changes in the system were proposed. These changes have the effect of bringing the implementation design much more into line with the state sponsored program in the other 15 units.

Simultaneously officials of North Carolina Department of Public Instruction developed a plan to monitor the implementation of Career Development in Charlotte-Mecklenburg Schools. A copy of the plan may be found in Appendix C.

NORTH CAROLINA
DEPARTMENT OF
PUBLIC INSTRUCTION

116 West Edenton Street • Education Building
Raleigh • 27603-1712

January 11, 1988

MEMORANDUM

TO: Robert D. Boyd
Assistant State Superintendent

FROM: David Holdzkom DH
Director, Personnel Relations

RE: Career Development Appeals Procedure

As you know, the legislation that authorizes the Career Development Program requires that a procedure be established to allow employees an avenue for bringing appeals against decisions not to promote. During the first year of the pilot program, the 16 districts decided to grant widest possible local autonomy in establishing such procedures. As a result of their experience, however, the units, through the CDP State Steering Committee, established a study group whose charge was to develop a uniform appeals procedure for adoption by the State Board of Education.

Beginning in September 1986, the sub-committee met regularly with attorneys from the North Carolina Attorney General's Office, an attorney retained by NCAE, and representatives of NCSBA, as well as with staff of this division. The result was the appeals procedure that was presented to, and adopted by, the State Board of Education in April 1987. At that time, Ms. Turnage requested that implementation of the appeals procedure be studied and the results reported to the Board.

Helen LeGette, Burlington City Schools, chaired the study group whose results are appended. Attachment 1 summarizes training offered to both the appeals panels and to local boards of education. With the exception of Orange County, all boards that received appeals also received some training or orientation to enable members to participate in the appeals hearing. Similarly, all panel members received some training, if an appeal was brought.

Attachments 2 and 3 summarize information about appeals at both the panel and local board levels. It should be noted that a total of 65 appeals were brought to the panels, representing about 1 percent of all evaluation cases (N=6300), and 24 were brought to the local board. In most cases, at both levels, the original decision was upheld.

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The final attachment sets out problems and recommendations identified by each unit. Basically, four units recommended asking people from outside the district to hear appeals, while 12 units urged that either no procedural change be made, declined to specify improvements, or supported the plan as established.

Based on this information, the sub-committee recommended to the Steering Committee that no changes in the procedure be made but that additional training be offered to board members and others with responsibility for conducting Appeals. To that end, the NCSBA has already conducted a 4-hour training program on appeal procedures for members of local boards.

I trust that this information will be helpful to members of the State Board of Education. If additional information is required, please let me know.

DH/ah

Attachments

APPEALS PROCEDURE TRAINING

LEA	Panel	Board
Alexander	None	None
Buncombe	Two-hour training packet, plus further guidelines and procedures given to those involved.	Offered NCPAT but no takers. CDP coordinator and Board attorney explained process to LBE.
Burke	David Holdzkom trained those who were available. (Some on vacation.) NCAE protested LEA's efforts to train. Said this was effort to prejudice panel members against teachers.	One-hour training session (discussion) on two different occasions. Training offered but LBE members unable to fit into their schedules.
Burlington	Assist.superintendent, personnel coordinator, and CDP coordinator met with panel members to go over procedures, responsibilities of panel, etc.	None
Charlotte	None	One evening session on CD program and one hour prior to appeals.
Edenton	Three-hour training package for all trained in NCPAT.(Modified Roanoke Rapids plan.)	None
Fort Bragg	NCPAT required.	None

LEA	Panel	Board
Greene Co.	Coordinator met with panel at least five days before the hearing to review the law and procedures.	None
Haywood Co.	Training on process, procedure, and other material in training package.	
Montgomery	None	None
New Hanover	Training package (purpose, responsibilities, procedure, etc.)	Same as panel
Orange Co.	Two-hours training with superintendent on procedures, standards, and order for appeals hearing	None
Perquimans	Training package	None
Roanoke Rapids	Three-hour workshop	None
Salisbury	Planned as needed	Planned if needed
Tarboro	Special training session with David Holdzkom	Training (1985-86) by David Holdzkom
Harnett	Detailed written directions provided to all panel members, principal, and teacher prior to panel meeting.	None

CAREER DEVELOPMENT PLAN
BOARD HEARINGS

19 86 - 19 87

School System	Total # Appeals	Reasons			Second Parties Present					Results		
		A/C	Proc.	Both	Spouse	Colleague	Attorney	Org. Rep.	Other	Upheld	Not Upheld	Still Pending
Alexander Co.	0											
Buncombe Co.	4						1	2	1		1	3
Burke Co.	6					2	3	2		3	3	
Burlington	0											
Charlotte		3	1	9	2	3	4	1		9	4	1
Edenton-Chowan	0											
Fort Bragg	0											
Greene Co.	0											
Harnett Co.	0											
Haywood Co.	2							2		2		
Montgomery Co.	0											
New Hanover	11						11			6	5	
Orange Co.	1									1		
Perquimans	0											
Roanoke Rapids	0											
Salisbury	0											
Tarboro	0											
TOTALS	24	3	1	9	2	5	19	7	1	21	13	4

CAREER DEVELOPMENT PLAN
APPEALS PANEL REVIEWS

19_86 - 19_87

School System	Total # Appeals	Reasons			Second Parties Present					Results		
		A/C	Proc.	Both	Spouse	Colleague	Attorney	Org. Rep.	Other	Upheld	Not Upheld	Appealed To Board
Alexander Co.	0											
Buncombe Co.	12	10	1	1				6		10	2	4
Burke Co.*	12	8	1	3	1	3		6		8	3	6
Burlington	1			1						1		
Charlotte-Mecklenburg	N/A									9		
Edenton-Chowan	1										1	
Ft. Bragg	0											
Greene Co.	3	3						2		3		
Harnett Co.	1	1								1		
Haywood Co.	7	3		4	1	1		3		7		
Montgomery Co.	0											
New Hanover	22	12	4	6		7				19	3	11
Orange Co.	2	2						2		1	1	1
Perquimans	1			1						1		
Roanoke Rapids	0											
Salisbury	0											
Tarboro	3	1	2					3			3	
TOTALS	65	40	8	16	2	11	0	22	0	60	13	23

*One panel unable to reach consensus

CAREER DEVELOPMENT PLAN
APPEALS PROCEDURE

19 86 - 19 87

SCHOOL SYSTEM	PROBLEMS/SOLUTIONS	RECOMMENDATIONS
Alexander		1. Have trained cadre to cross county lines. 2. Let that decision be final (note that salary increase is not a property right. Therefore, it is not necessary to involve the LBE.)
Buncombe	1. Put time limit on presentations. 2. Have not found solution for training of Board members.	1. Agree with Burke County proposal: Outside review before going to LBE. 2. State Board (School Boards Association) adopt LBE appeals process with fairly standard procedures and guidelines for LBE (in terms of process we have developed for statewide use.)
Burke	Problem: Having 36% of personnel trained in NCPAT and therefore eligible for appeals panels. Teachers chose friends, principals chose other principals, etc. Solution: Now removing from roster names of those who have served on panels. Can't serve again for 2 years.	Have outside panels who are trained to read FODAs and make decisions.
Burlington	None. Process worked well.	1. Keep appeals procedures within LEA boundaries. 2. Provide training for Board members on CDP, performance appraisal and purposes of appeals panel review.

CAREER DEVELOPMENT PLAN
APPEALS PROCEDURE

19$_{86}$ - 19$_{87}$

SCHOOL SYSTEM	PROBLEMS/SOLUTIONS	RECOMMENDATIONS
Charlotte	Logistics: Scheduling	
Edenton-Chowan	None. Satisfield with process.	Keep as is.
Fort Bragg	None	None
Greene Co.	Minor problems: 1. Need for definition of arbitrary/capricious in the law. 2. LBE felt reasons for recommendations not specific enough to justify panels decisions.	1. Include definition of arbitrary and capricious in the law. 2. Develop training packet for panel members and LBE. 3. Be more specific as to who/how panel members are selected.
Harnett Co.	None	"The state plan is acceptable in its present form. We do not feel that an outside review panel is necessary or advisable."
Haywood Co.	No major problems except time involved and anxiety.	(None listed.)

CAREER DEVELOPMENT PLAN
APPEALS PROCEDURE

1986 - 1987

SCHOOL SYSTEM	PROBLEMS/SOLUTIONS	RECOMMENDATIONS
Montgomery	(None listed.)	"We have had no appeals.... Therefore, it is difficult to address the issue. Basically I think the current policy is workable."
New Hanover	1. Definition of proper procedures and inference that career status should be awarded by "default" if proper procedures were not followed. 2. Lack of specificity of panel report and lack of direction as to how LBE should handle. 3. Limited knowledge of process by panel members that no amount of "special training" overcomes.	(El Clark reserved recommendations for meeting of Appeals Subcommittee.)
Orange Co.	1. Apparent lack of understanding/experience of panel members in dealing with procedures so as to retain total objectivity. 2. Lack of understanding of scope of responsibility of panel members.	1. Use outside-of-district person for first (initial) panel review. 2. Establish/develop more extensive requirements for panel service to include Career Status II persons only. 3. Provide training for LBE members.
Perquimans Co.	(None listed.)	(None listed.)
Roanoke Rapids	In 1985-86, our major problem was at the Board level. The Board had no policy and no training.	Strength (in Roanoke Rapids): training for panel members and the message they take back to their colleagues. "Our decisions are always consensus and that makes it hard to overturn an appeal."

ATTACHMENT

CAREER DEVELOPMENT PLAN
APPEALS PROCEDURE

19<u>86</u> - 19<u>87</u>

SCHOOL SYSTEM	PROBLEMS/SOLUTIONS	RECOMMENDATIONS
Salisbury	(None listed.)	(No information.)
Tarboro	Acting principal had not followed procedure of giving teachers(2) the appeals procedure and the appeals form within required time.	Plan is workable as written.

Burlington City Schools

1712 Vaughn Road
Burlington, North Carolina 27215
919-226-1151

Terrell Duncan
Chairman

Joseph R. Sinclair
Superintendent

MEMORANDUM

TO: Members of the State Steering Committee

FROM: Helen R. LeGette, Chairman of Appeals Subcommittee

DATE: November 30, 1987

RE: Recommendations Regarding Appeals Process

The Appeals Subcommittee met in Raleigh on November 24. Attending the meeting were: El Clark, John Dunn, Ann Edwards, Jeanette Davis, David Holdzkom, Laura Crumpler, Jan Holem-Crotts, and Helen LeGette.

In preparation for the meeting, we surveyed the sixteen pilots and Fort Bragg to gather information regarding local units' experiences with the appeals process, training provided to appeals panels and board members, and recommendations related to the procedure. Responses indicated that the majority of the school systems either made no recommendations for changing the procedure or recommended that the procedure be left as it now exists. Most of the concerns dealt with training needs of panel members or (particularly) board members.

The Appeals Subcommittee discussed the responses from the pilot units and agreed that it would be inappropriate to alter the process statewide to address problems occurring in a few units. Laura Crumpler also stated that the number of problems encountered was actually very small in light of the appeals procedure's being used for the first time last year. (Typically, more problems occur during the initial year of implementation of any new procedure than in subsequent years.)

It was suggested that State Department of Public Instruction personnel collaborate with the staff of the North Carolina School Boards Association (NCSBA) in providing training and/or human resources to local boards. Also, subcommittee members agreed that it would be helpful if SDPI personnel, career development coordinators, and other local personnel having responsibilities related to the appeals procedure attend the NCSBA seminar on the appeals process on December 16. (The seminar, which will be held at the North Raleigh Hilton, is designed to acquaint local board members with the appeals process and their roles and responsibilities related to that process.)

It was further agreed that a resource guide including definitions, possible operating procedures, roles of panel members and board members, and possible courses of action for local boards would be helpful to the pilot school systems. Committee members felt that such a resource should be a joint effort of SDPI, NCSBA, and the attorney general's office.

David Holdzkom asked that a report on the subcommittee's recommendation be made at the January meeting of the State Steering Committee. He also stated that the subcommittee's findings and recommendations will be shared with the State Board of Education in February.

CAREER DEVELOPMENT PLAN EVALUATION SUBCOMMITTEE

The evaluation subcommittee has reviewed the CDP legislation and identified long term program goals and short term implementation goals set out in the legislation.

PROGRAM GOALS FROM LEGISLATION (LONG TERM, GENERAL)

1. It is essential to attract and retain the best people in teaching/school administration.
2. It is the policy of the State of North Carolina to provide an adequate base salary for and to encourage differentiation of all teachers and school administrators.
3. This pilot program shall remain in operation through the 1988-1989 school year so as to enable the State Board and the General Assembly to analyze all facets of a career development plan prior to statewide implementation.
4. It is the intent of the General Assembly that this pilot program act as a means of developing a career ladder plan that could be implemented on a statewide basis in the future.
5. The plan shall be designed to improve the quality of classroom instruction.
6. The plan shall be designed to increase the attractiveness of teaching.
7. The plan shall be designed to encourage the recognition and retention of high quality teachers.

IMPLEMENTATION GOALS FROM THE LEGISLATION (SPECIFIC)

1. The plan shall be based on continuous, comprehensive evaluation of teacher performance indicated by multiple sources of information.
2. Evaluation shall be based on indicators associated with effective classroom practices.

3. The plan shall include at the appropriate time personnel policies that will result in an appropriate number of employees being placed in each level of differentiation in each local school administrative unit.
4. The plan shall specify a process for administration, periodic review, and evaluation.
5. The criteria and procedures for advancement under the plan shall be made public, and instruction shall be provided for teachers about these criteria and procedures prior to the implementation of the process.
6. The plan shall provide for a teacher to move to a lower level either by individual choice or based on unacceptable performance review.
7. The plan shall contain an appeal process that provides prompt and impartial review.
8. The plan shall be designed to give an employee increasing responsibility, recognition and pay as the employee gains experience and professional ability.
9. The plan shall provide for annual methods of evaluation using practicing educators, opportunities to correct deficiencies, and dismissal of employees who after ample opportunities cannot or will not perform.
10. The plan for administrators shall be designed to give each employee clear opportunities for advancement, recognition and increased pay if the employee demonstrates high effectiveness in the position, including superintendent, associate superintendent or assistant superintendent.

11. Levels of differentiation shall be based on the employee's initiative and desire to increase the employee's professional abilities and the employee's success in doing so.

12. The plan for administrators shall include methods and instruments of evaluation that will determine what level of performance and effort and what accomplishments warrant different salary classifications, and at what point dismissal or reassignment of an administrator is warranted.

13. The local board of education in each local unit shall select and train at least one observer/evaluator for each ninety-six (96) employees to be evaluated.

14. The State Board shall set standards for observer/evaluators.

15. These observer/evaluators shall work with principals to carry out the provisions of this act.

16. Provisions for participation shall:

    a. allow individuals employed prior to implementation to participate in the plan or continue under the system of employment in effect prior to implementation, and

    b. allow employees who opt to participate the opportunity to opt out of the plan at any time; however, an employee may opt out only once during the pilot.

17. The State Board shall report annually to the President of the Senate, the Speaker of the House of Representatives and those committees named in the legislation on the continuing development and implementation of the Career Development Plan.

Plan for Monitoring Charlotte-Mecklenburg Career Development Plan

G. S. 115C-363.8 states that .. the State Board shall monitor the Charlotte-Mecklenburg plan. In order to implement this mandate the following plan is proposed:

1. Section 206(b) of House Bill 1514 states that the Joint Legislation Commission on Governmental operations shall conduct an evaluation of the School Career Development Pilot Program in the 15 pilot units and the Charlotte-Mecklenburg school system. The evaluation shall be designed to study the impact of the School Career Development Program on:

    1. improved teacher performance
    2. employee retention and recruitment
    3. employee satisfaction
    4. overall school improvement
    5. enhanced learning environment
    6. student attitudes towards school
    7. community support of the program

The results of this evaluation will become a part of the monitoring and evaluation of the Charlotte-Mecklenburg program.

2. A plan for the statewide evaluation of the Career Development Program has been approved by the State Board of Education. This plan will address the following questions as set out in the legislation.
    a. what is the evidence that there is continuous and comprehensive evaluation of performance?
    b. what is the evidence of development of plans that will result in an appropriate number of employees being place in each level of differentiation?
    c. what is the evidence that the Career Development Plan specifies a process for administration, periodic review, and evaluation.
    d. what is the evidence that the criteria and procedures for advancement under the plan have been provided for teachers about these criteria and procedures?
    e. what is the evidence that the plan provides for a teacher to move to a lower level either by individual choice or by an unacceptable performance review?
    f. what is the evidence that the plan contains an appeal process that provides prompt and impartial review?
    g. what is the evidence that the plan is designed to give an employee increasing responsibility, recognition, and pay as the employee gains experience and professional ability, with levels of differentiation based on the employees success in increasing professional abilities?

h. what is the evidence that opportunities to correct deficiencies are provided?

i. what is the evidence that there is a plan for administrators that includes methods and instruments of evaluation that will determine what level of performance and effort and what accomplishments warrant different salary classifications and at what point dismissal?

j. what is the evidence that the local board of education has selected and trained observer/evaluators for each ninety-six (96) employees to be evaluated and that the State Board has set standards for observer/evaluators?

k. what evidence exists that observer/evaluators worked with principals to carry out provisions of the North Carolina Career Development Program legislation?

l. what is the evidence that there have been provisions for participation in the plan made available to all potential participants?

The results of this program will become a part of the monitoring and evaluation of the Charlotte-Mecklenburg program.

3. Quantitative data will be analyzed including such things as numbers of participants applying for and achieving at each level.

4. As the developmental process continues across the state Charlotte/Mecklenburg will be included appropriately dealing with:
   a. inter-rater reliability
   b. extra-pay for extra duties
   c. defining level 1
   d. reviewing requirements for level II

5. In addition to the above mentioned activities this following issues will be analyzed.
   a. tenure - impact of the special legislation providing for a different time frame to be utilized in Charlotte/Mecklenburg.
   b. training - implementation of the state training programs and the development and use of other programs.
   c. finance the cost of the program including a comparison with other pilots.
   d. observer role - analysis and comparison of how the observer role in Charlotte/Mecklenburg compares with other observer/evaluators.
   e. content - how the Charlotte/Mecklenburg process deals with content.
   f. administrators -
   g. team involvement - consensus decisions

Should we do anything with student outcomes?